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Our Natural Resources - Let's Talk Clean Wtr. Annual Pub. Participation Program for Wtr. Quality Mgt. Plng., 1976-77

North Central Texas Council of Gov'ts.

Prepared For
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Let's Talk Clean Water presents the adopted annual public participation program for the North Central Texas Council of Governments in areawide water quality management planning pursuant to requirements of Section 208 of the Federal Water Pollution Control Act Amendments of 1972. It has been approved by the Areawide Planning Advisory Committee to the NCTCOG.

The document addresses the following topics: (1) What Is Public Participation?; (2) What Are The Goals?; (3) Who Participates?; (4) How Does the Public Participate?; (5) What Is the Staffing and Funding?; and (6) How Is It Documented, Evaluated and Changed?.

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Our Natural Resources

Let's Talk Clean Water

Annual Public Participation Program for Water Quality Management Planning 1976-77 North Central Texas Council of Governments

This document presents the adopted annual public participation program for the North Central Texas Council of Governments in areawide water quality management planning pursuant to requirements of Section 208 of the Federal Water Pollution Control Act Amendments of 1972. It has been approved by the Areawide Planning Advisory Committee to the NCTCOG.

A companion document, "What Is Our Water Worth?", presents the approved work plan for the 1975-78 Water Quality Management Planning Program. Suggestions and comments on both documents are encouraged at all times. Simply note comments on the Response Sheets at the back of each report, detach, and return to: Herman J. Vesalka, Director of Water Resources, North Central Texas Council of Governments, P.O. Drawer COG, Arlington, Texas 76011 or call (817) 640-3300.

The valuable contribution of Sallie Rawlings in the development of the public participation program is gratefully acknowledged.

June 1976

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What is NCTCOG?

The North Central Texas Council of Governments is a voluntary association of cities, counties, school and special purpose districts in the North Central Texas Region, organized to provide a forum for the discussion of areawide problems and to promote regional problem-solving through cooperative programs and comprehensive regional planning. NCTCOG, legally a political subdivision of the State of Texas, is not a government. It has no taxing or enforcement powers, and membership is voluntary. The Council of Governments is a cooperative effort in which local governments and involved citizen groups may pool their resources to meet challenges beyond their individual capabilities. By promoting intergovernmental coordination and cooperation and by carrying on regional planning programs, NCTCOG both complements and supplements the work of local governments and community groups which serve the public. The Council of Governments represents a determination on the part of its member governments to serve their citizens through the provision of more efficient, effective public services.

North Central Texas is a 16-county metropolitan region centered around Dallas and Fort Worth. It has a population of 2.8 million and an area of 12,627 square miles. NCTCOG has 165 member governments who support the Council's activities through their contributions. The membership currently includes 15 counties, 117 municipalities, 18 independent school districts, and 15 special purpose districts.

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I. WHAT IS PUBLIC PARTICIPATION?

The national goals of the Federal Water Pollution Control Act as amended in 1972 are tough -- the elimination of pollutant discharges into navigable water by 1985, and an interim 1983 goal which establishes national water quality which is safe for recreation and the protection of fish and wildlife. Under Section 208 of the Act, local governments in areas like North Central Texas which have substantial water quality problems must meet these goals through areawide water quality management planning.

This involves technological know-how, political sensitivity and an understanding of what the public wants, will accept and will support. Since many jurisdictions may have implementing authority in 208 areas, elected officials and their constituencies will need to be in accord with recommendations for water quality management.

Section 208 underscores the importance of understanding public sentiment by requiring a public participation program in the development, revision, and enforcement of any standard, effluent limitation, plan or program. It is the most comprehensive requirement and authority for public participation ever written into Federal law. It encompasses not only the local planning agency, but any activities of the Texas Water Quality Board and of local governments who are receiving U.S. Environmental Protection Agency funding for treatment works and sewer construction.

The North Central Texas Council of Governments stresses representative citizen participation on its Executive Board and policy committees. Members and staff work to provide information on regional planning issues to area citizens through formal and informal means of communication. Public inquiry is welcomed, and reports and records are open to public scrutiny. Section 208 requires an additional effort from NCTCOG members and staff to actively seek out public opinion during the planning process. This means working through existing local, areawide and state public participation structures and looking for new opportunities for citizen involvement.

Public participation is not synonymous with public information. Rather, public information is the keystone of a successful public participation program. To be able to actively participate in deliberations and decisions, citizens and their elected representatives must fully understand the reasons for the areawide water quality management planning process and its implications.

Public participation does not mean that local and state officials must relinquish or share any degree of responsibility for the administration of any program, policy or activity under the Act. It does mean that the public must be informed of the issues and choices and its viewpoints sought and incorporated into the process shaping policy and program decisions at local, areawide and state levels. It is NCTCOG's responsibility to encourage public participation at all levels of the planning process.

II. WHAT ARE THE GOALS?

Under Federal requirements, it is the purpose of state, regional and local entities to encourage and assist public participation in water quality matters to the fullest extent practicable. The goals of NCTCOG's public participation program for water quality management planning are:

- to increase public understanding of water quality goals, programs and process;
- to provide channels and means through which the public can express opinions and priorities pertinent to the planning process;
- to achieve greater responsiveness of governmental actions to public concerns and priorities;
- to actively seek out and present contrasting points of view for evaluation;
- to obtain public support for the implementation of local government and NCTCOG policies, plans and programs;
- to strengthen the dialogue between the planners and the public;
- to support and ccoperate with public involvement activities of state and local government; and
- to increase understanding of the link between water quality planning and other community goals, such as planning for housing, economic development, air quality, transportation, education, etc.

III. WHO PARTICIPATES?

The voice of the public is expressed through three different means on any issue, including water quality management planning. These are:

- Government - those elected and appointed officials, and their staffs, who represent the public and who will eventually be responsible for environmental management,
- Groups and organizations - those bodies interested in water quality decisions, and
- The general public - who will experience the long-range effects of environmental planning.

GOVERNMENT

Government representatives are a particularly important part of the 208 planning program. Elected officials and local government staffs are responsible for recommendations of an annual management plan and for its implementation. They also serve as a direct link between the planning staff and interested groups and individuals. They must be kept well informed and involved throughout the planning process so that they, in turn, can relay information to and from their constituents. These people will be very much responsible for the success or failure of public participation within their own areas.

At the state level, the Governor and his staff must certify the management plan annually for consistency with state needs. The Regional Administrator of the U.S. Environmental Protection Agency must approve the management plan annually, and other federal agencies must be given the opportunity to comment on the plan. In the NCTCOG region, government representatives include:

- County Commissioners of the Counties of Collin, Dallas, Denton, Ellis, Johnson, Kaufman, Rockwall and Tarrant and their staffs;
- Elected officials and their staff of municipalities that fall within the 208 study boundaries of the eight-county region;
- Major water and sewage system operators and their staffs;
- Texas Water Quality Board and its staff;
- Special Advisor to the Governor on Natural Resources;
- Other state agencies such as:
  Department of Highways and Public Transportation,
  Department of Health Resources,
  Parks and Wildlife Department, and
  Soil and Water Conservation Board;
- U.S. Environmental Protection Agency - Regional Administrator and staff;
- Other Federal Agencies, such as:
  Department of Agriculture: Agriculture Stabilization & Conservation Service, Soil Conservation Service, Farmers Home Administration,
  Department of Interior - U.S. Geological Survey, Fish and Wildlife,
  Department of Defense - Army Corps of Engineers; and
- Local soil and water conservation boards.

GROUPS AND ORGANIZATIONS

Most people tend to identify with or participate in some type of interest group representing their profession, avocation or concept of values. Among these various groups is found perhaps the widest range of opinions on water quality management and its effects on the region. The interest may be one of economics, one of emotions, or a combination of the two. By identifying influential groups, the range of the interested and affected public widens. Included are public interest and environmental groups, citizen advisory groups

to local governments and agencies, professional organizations, educators, businesses, representatives of the construction industry, agriculture, labor and others. A complete list of interested groups and organizations included in the water quality mailing list is available through NCTCOG's Water Resources Department.

GENERAL PUBLIC

It is the general public who uses the environment and who stands to be ultimately affected by water quality management planning. It is often difficult to arouse the interest of individual citizens without an issue creating some obvious immediate effect. NCTCOG's responsibility is to inform as completely as possible all segments of the population, from school children to retired persons. The media can be instrumental in that process if they are involved and understand all aspects of NCTCOG's water quality management planning process. The general public can also rely on elected governmental representatives and on group affiliations as information channels.

IV. HOW DOES THE PUBLIC PARTICIPATE?

In an assessment of public participation in the implementation of PL 92-500 prepared for the National Commission on Water Quality, citizens and elected officials expressed several wants which they felt should be met by public involvement programs:

- Local elected officials want to be very much a part of the decision processes. They don't want to be considered a separate group, but want to participate in their role as representatives of the citizens.
- Local officials and citizens want clear, non-technical information on key policy issues so that they are better equipped to participate in the administrative process.
- They want more extensive information access and availability.
- They want realistic deadlines for review and comment. They must have time to understand and digest technical proposals before they can intelligently comment on them.
- They want a more clearly defined role in the planning and regulatory processes.
- They want something more than public hearings as forums for participation.
- Many organizations want their particular issues and goals considered in the planning.

In an attempt to meet these needs, and to remain in accord with NCTCOG's continuing public involvement policies, the public participation program for water quality management planning will incorporate the three basic communication functions: information, review and dialogue. The following is a summary of mechanisms and activities for public involvement that are being employed throughout the planning process, and that follow guidelines recommended in the federal regulations.

ANNUAL REVIEW PROCESS

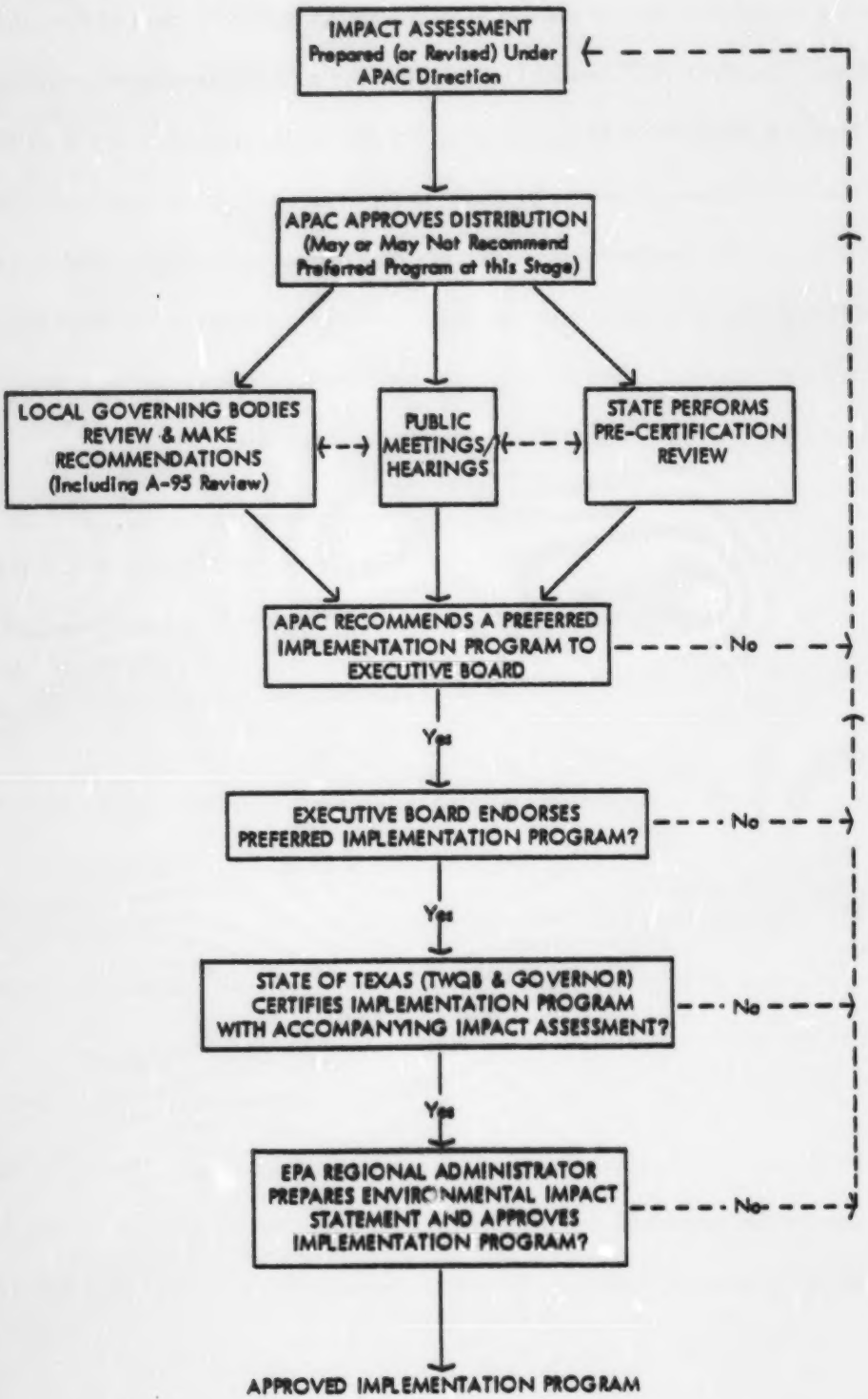
The annual review process is perhaps the most important and complex part of the program to gain approval for water quality management planning. It requires a formal structure for review and comment including several levels of government and public meetings. That process and the NCTCOG committees directly involved in annual review are described below.

NCTCOG Executive Board. The Executive Board is the governing body of the North Central Texas Council of Governments. It determines policy, appraises work programs and controls expenditures. It is comprised of nine elected officials and two regional citizen representatives. The Executive Board receives recommendations on water quality management planning products from APAC and must endorse implementation plans before final submittal to the State and the Environmental Protection Agency for certification and approval.

Areawide Planning Advisory Committee and Subcommittees. An Areawide Planning Advisory Committee was appointed by the Governor of Texas in December, 1975, to furnish general policy guidance to the water quality management planning process under the direction of the NCTCOG Executive Board. The APAC has established a Steering Subcommittee to furnish routine guidance to the process and a Technical Subcommittee to provide technical expertise and review. Operating procedures for APAC and its subcommittees were adopted by APAC in June 1976 and are available from NCTCOG.

Formal Review and Approval Process of Annual Plan. On an annual basis beginning in 1976-77, the annual plan will be submitted through the required review and approval process. The steps in this review process are illustrated in Figure IV-1 and are derived from EPA regulations and State requirements.

FIGURE IV-1
FORMAL REVIEW AND APPROVAL PROCESS


IMPACT ASSESSMENT Prepared (or Revised) Under APAC Direction
APAC APPROVES DISTRIBUTION (May or May Not Recommend Preferred Program at this Stage)
LOCAL GOVERNING BODIES REVIEW & MAKE RECOMMENDATIONS (Including A-95 Review)
PUBLIC MEETINGS/ HEARINGS
STATE PERFORMS PRE-CERTIFICATION REVIEW
APAC RECOMMENDS A PREFERRED IMPLEMENTATION PROGRAM TO EXECUTIVE BOARD
No
Yes
EXECUTIVE BOARD ENDORSES PREFERRED IMPLEMENTATION PROGRAM?
No
Yes
STATE OF TEXAS (TWQB & GOVERNOR) CERTIFIES IMPLEMENTATION PROGRAM WITH ACCOMPANYING IMPACT ASSESSMENT?
No
Yes
EPA REGIONAL ADMINISTRATOR PREPARES ENVIRONMENTAL IMPACT STATEMENT AND APPROVES IMPLEMENTATION PROGRAM?
No
APPROVED IMPLEMENTATION PROGRAM

First, the Areawide Planning Advisory Committee (APAC) will review and approve distribution of the draft Annual Plan to local governing bodies for their review and recommendations. The draft 1977 Annual Plan will include a facilities program, environmental impact baseline, description of the planning process, and a summary. The draft 1978 Annual Plan and subsequent plans, as shown in the figure will include an Impact Assessment with alternative implementation programs and a description of the planning process. The APAC will also schedule public meetings and formal hearings on the draft annual plan, will submit the document to the State for pre-certification review, and may or may not recommend a preferred implementation program(s) at this stage.

At this point, local governing bodies may wish to schedule workshops or public meetings as part of their review and comment procedures. This may be done independently or in conjunction with APAC or some other agency.

Based on comments and recommendations from public meetings, State and local governing bodies, the APAC will either: (a) recommend the preferred implementation program(s) to the NCTCOG Executive Board for endorsement with accompanying Impact Assessments; or, (b) direct the staff to revise the Impact Assessment as needed and resubmit for local government and public review.

Upon receipt of an APAC recommendation, the Executive Board will either: (a) endorse the implementation program(s) preferred by the APAC and the Impact Assessment for transmittal to the State of Texas; or, (b) return comments to the APAC for further work.

Upon receipt of the implementation program(s) and Impact Assessment from NCTCOG, the State of Texas, through the Texas Water Quality Board and the Governor, may either: (a) certify the implementation program(s) and transmit to the EPA Region VI Regional Administrator for approval; or (b) refuse to certify and transmit back to NCTCOG for further work.

Upon receipt of the Impact Assessment and implementation program(s), the Regional Administrator of the U.S. Environmental Protection Agency Region VI will determine whether or not to prepare an Environmental Impact Statement. Based on NCTCOG and State recommendations and this EIS (if required), the Regional Administrator may either approve of disapprove the implementation program(s).

Public Hearings. Public Hearings are a formal mechanism for receiving written and oral testimony. Most NCTCOG public involvement activities will utilize less formal methods for dialogue and comment such as public meetings and workshops. These are discussed in a later section. As now envisioned, only the formal annual review and approval process on the annual plan itself will require an areawide public hearing by APAC, if so directed by NCTCOG's Executive Board. A public hearing at the state level is also likely. Local governments and participating agencies will be encouraged to hold their own hearings, with NCTCOG assistance if they so desire.

The following procedures for public hearings are being followed by NCTCOG in the water quality management planning program:

- A notice of each hearing will appear in the news media and be mailed to interested and and affected organizations and governmental bodies on the 208 mailing list at least 30 days in advance.
- Any hearing on an issue that holds more than local interest may be convened at several different locations in the region to facilitate attendance by a cross-section of the concerned public.

- Wherever feasible, hearings will be conducted jointly with appropriate local, state, and federal agencies on closely related programs or activities.

- Neither filing fees for hearings nor submission of statements in more than one copy or in advance will be required.

- Where possible, speakers will be scheduled in advance through telephone contact with the Public Information Specialist in order to ensure maximum participation and allotment of adequate time for presentations. However, anyone wishing to make a statement at the hearing after the scheduled speakers will be encouraged to do so.

- Full opportunity will be provided for exhibits, including maps, drawings and slides by participants. All NCTCOG audio-visual equipment will be available for this purpose where requested in advance.

- A summary of hearing proceedings will be reproduced and made available to the public at cost. One free copy will be made available to all parties participating in the proceedings and to all those wishing to submit comments for the final record or to participate in further consideration of the proposed program. This is to assure the provision of data essential for informed action to citizen groups who cannot afford to buy it.

- The public may request that NCTCOG hold public hearings, if it seems necessary or desirable.

INFORMATIONAL MATERIALS AND TECHNIQUES

Information is vital to the success of a public participation program. It is crucial because it focuses attention on the program and its goals, helps the public define the issues involved, provides the background necessary for sound decision-making and informs the public of updates or new developments during the planning process. The following are mechanisms being used or being considered for use during the planning period.

Media Contact. News releases are prepared and press briefings are held as strategic times during the planning process to update an initial introductory water quality information packet. The packet contains material explaining the origin of 208 planning and its goals,

staff and committee information, and reference items. News feature possibilities are pursued when appropriate through personal contacts by the Public Information Specialist and the Public Affairs Director. Time for broadcast interviews and panel presentations is sought throughout the planning period. The media are kept informed of committee meeting schedules and other public participation functions through the use of an accurate mailing list maintained and updated throughout the planning process. The media list includes all daily and weekly newspapers within and bordering the 208 study area, the five major television stations serving the North Central Texas area, all regional radio stations, Chamber of Commerce magazines and other regional and state magazines, and trade and professional publications in the fields of agriculture, construction, real estate and conservation.

Organizational Media. Informational material is prepared as requested for use in newsletters and correspondence of interested organizations. The Public Information Specialist maintains contact with such groups who might be producing print or visual water quality information to insure that material on water quality management is included if desired.

Brochures. Brochures are used to acquaint the public with background information and goals of water quality management planning. They can be used as handouts at meetings with groups or individuals and are available through NCTCOG's Regional Information Service Center. Brochures are to be updated as necessary throughout the planning period.

Newsletters. CURRENTS, a newsletter on water quality management planning, is distributed as an insert in NCTCOG's newsletter, YOUR REGION IN ACTION (See Appendix). Publishing schedule is quarterly, unless the planning process necessitates a change. CURRENTS offers new information on water quality, planning updates and schedules for any pertinent meetings or activities. Total circulation of the NCTCOG newsletter is approximately 5,000. Extra copies of CURRENTS are printed for distribution at meetings and workshops. Articles on water quality management planning also appear in the monthly YOUR REGION IN ACTION as appropriate.

Radio and Television. Public service time is sought from regional commercial radio and television stations as reinforcement for print information. The aim is to increase awareness of water quality planning and to direct listeners to NCTCOG for further information. Since there is no control over the scheduling of public service announcements, it is worthwhile to consider paid commercial radio advertising to maintain interest in water quality planning.

Slide/Multi-media Presentations. A slide presentation has been developed to provide basic information on 208 planning and local water quality problems. "What Is Our Water Worth?" is a self-contained package with sound track which can easily be operated by staff and committee members without special instruction. The program is approximately ten minutes long and is designed to be used with or without prepared comments by a speaker. It is available to any interested groups through NCTCOG's public affairs department. A record is maintained of all presentations, and the program will be updated when

necessary. Video tape equipment is available through NCTCOG's Department of Water Resources for production use during the planning process. Also available for public presentation is a film describing the 1970 Upper Trinity River Comprehensive Sewerage Plan.

Speakers Bureau. In conjunction with the slide presentation, members of NCTCOG staff and committees involved in water quality management planning are available to present the visual program and discuss various aspects with interested groups. The idea of taking the program to the people may help to reach a greater number than would normally attend public meetings. Creating wider interest in water quality management planning should set the stage for greater public participation. This same approach can be used for local governmental bodies who wish to learn more about the program. Presentations can be made to city councils, staff meetings and other business gatherings. Reporting procedures are described in the paragraph above.

Exhibits. A portable exhibit is being prepared with slides and taped narration giving background on water quality problems and explaining NCTCOG's program. This exhibit can be set up in shopping centers, banks and other public areas.

DISTRIBUTION AND REVIEW OF PLANNING PRODUCTS

The NCTCOG 1975-78 Water Quality Management Planning Program entitled "What Is Our Water Worth?" lists over eighty different planning products or sets of products to be

prepared by NCTCOG during the next several years, not including the informational materials described earlier in this chapter. These planning documents range from minutes and summaries of NCTCOG committee meetings to technical user manuals for computer models to the annual water quality management plans themselves.

These planning documents have been grouped for the purposes of this public participation program into six types based on common characteristics. Each of those types is listed below with examples from the work program. Each type undergoes a different process of distribution, review, action or storage in the planning process. These processes are also described below.

Type 1 Minutes, Correspondence, and Presentations to APAC

Examples:

- Summaries of meetings of APAC and its subcommittees
- Vu-graph presentation on framework for the planning process

Originals of Type 1 Material are kept in the vertical files of the Department of Water Resources and are available for public inspection during regular business hours. Single copies of minutes and summaries are photocopied and provided by NCTCOG upon request and are distributed regularly to committee members.

Type 2 Annual Program Designs

Examples:

- "What Is Our Water Worth?", 1975-78 Water Quality Management Planning Program
- "Let's Talk Clean Water", Annual Public Participation Program for Water Quality Management Planning, 1976-77
- Prototype 1976-77 Unified Work Program

Type 2 Material is prepared by NCTCOG staff for initial review and comment by the APAC and appropriate subcommittees. After such review a notice of availability is sent to participating local governments and interested groups and individuals on the mailing list and comments are solicited. Copies are sent to depositories throughout the region. Public meetings or workshops are held where there is sufficient local government and citizen interest. After the review and comment period, a final draft is submitted to APAC for approval. Where appropriate, as in the case of "What Is Our Water Worth?", the product is then forwarded to the State and U.S. Environmental Protection Agency for approval.

Type 3 Status Reports on Planning

Examples:

- Quarterly progress reports to State and EPA
- Quarterly status reports on Unified Work Program
- Status reports on other functional programs

Type 3 Material is prepared by NCTCOG staff and presented to APAC and appropriate subcommittees for their information. Where appropriate, as in the case of quarterly progress reports, the product is also officially transmitted to the State and U.S. Environmental Protection Agency for their information and comment. Originals of Type 3 material are kept in the vertical files of the Department of Water Resources and are available for public inspection during regular business hours. Single copies are photocopied and provided by NCTCOG upon request.

Type 4 Documentation Reports (of computer models, sampling, etc.)

Examples:
- Documentation report on water quality computer models
- Users manual for nonpoint source analysis techniques
- Documentation of results of dry-weather stream sampling
- Nonpoint source continuous sampling design

Type 4 material can be characterized principally as how-to-do-it technical manuals. They are prepared by consultants to provide documentation of how computer models to be used by NCTCOG should be operated, where and how stream sampling should be conducted, compilation of work sheets of sampling, and so forth. Where appropriate, portions of this material is extracted, summarized in non-technical terms, and incorporated into the working papers described next.

Type 5 Working Papers/Intermediate Products

Examples:
- Working paper assessing nonpoint sources of pollution
- (Existing) Control Techniques working paper
- Report of proposed framework for impact assessment
- Sets of briefing documents on alternatives and their impacts

Type 5 material includes intermediate products which are prepared by consultants and NCTCOG staff addressing significant issues, identifying control alternatives and assessing their impacts. From a melding of these intermediate products emerges the annual water quality management plan, described in Type 6.

Type 5 material is therefore of widespread interest and undergoes extensive review and comment. Initial review and comment is performed by the APAC and appropriate

subcommittees. A notice of availability is sent to participating local governments and interested groups and individuals on the mailing list and comments are solicited. Copies are sent to depositories throughout the region. Workshops, seminars, and public meetings are held either centrally or in parts of the region to discuss the material, with the consultants and NCTCOG staff participating. After the review and comment period a final draft is submitted to APAC for endorsement.

Type 6 Annual Water Quality Management Plans

Example:
- 1977 Annual Plan, including Summary, Facilities Program, Impact Baseline & Description of Planning Process (including Summary of Public Participation)
- 1978 Annual Plan

Type 6 material is the annual plan itself. The formal review and approval process for the annual plan is described in the section entitled Annual Review Process.

ASSISTANCE TO THE PUBLIC

Participation in Workshops/Meetings. NCTCOG staff and committee members participate at every opportunity in workshops and meetings sponsored by other groups or organizations for the purpose of water quality information.

Requests for Information. Requests from the public for information concerning water quality management planning are handled promptly and in compliance with the Texas access to information law. NCTCOG attempts to provide information of a regional nature, but tries

to refer local inquiries to the appropriate local or state agency. NCTCOG's Regional Information Service Center is the main source for contact at (817) 461-3300.

Public Participation Program Assistance. NCTCOG staff members are available to provide assistance to local governments in establishing or improving their own public participation programs for water resources at their request.

CONSULTATION

Consultation is the heart of the public participation program because it involves two-way communication with those interested and affected by water quality planning. Interaction should produce an informed public which can offer usable data and value judgements to assist planners in developing programs that are more responsive to community needs and more likely to be implemented. The following are techniques and groups which can be used to create a situation where ideas can be exchanged.

Subarea Groups. During the planning process, it is important to cover parts of the region which may have problems and opportunities peculiar to that particular subarea. It offers a chance to localize discussion about planning. There are some existing groups whose role is to consider problems and development at a subarea level and their assistance should be sought in informing and gaining information about their individual communities' wants and needs. Customer advisory councils to some of the major wastewater treatment systems are an example of an existing subarea groups. Their members - elected officials, staff and citizens - represent the municipalities that purchase sewer services.

Some meet regularly, others only when a particular issue arises. Their purpose is to review any development that would have an effect on purchased service. Goals for Dallas is another example of a subarea group dedicated to monitoring planning. It is comprised of volunteer community task forces who meet periodically to chart the course of the city's development. In most cases, NCTCOG might work with existing groups such as these, but there may be situations which call for the formation of a subarea group to consider a particular part of water quality management planning. It is NCTCOG's responsibility to see that information reaches the proper group for discussion.

Some cities within the region have existing citizen advisory groups. Others may have informal groups which advise council members on various issues. In addition, several cities within the region have their own citizen involvement staffs who assist and encourage public participation in planning and decision-making within their own communities. It is NCTCOG's desire to request their assistance in coordinating subarea informational meetings concerning water quality management planning.

General Assembly Meetings. Workshops and displays on water quality management planning are scheduled, when possible, as part of NCTCOG's three annual General Assemblies. These meetings are held for the entire NCTCOG membership and are devoted to elected officers, reviewing the annual report and voting on the fiscal program. Occasionally time is allotted for reports and discussions about on-going programs. This

presents an opportunity to reach a portion of the region's representative, interested and affected public.

Workshops and Seminars. These mechanisms combine information and interaction. Success of this type of program depends very greatly upon the participation of individuals and groups contacted informally or through a program presentation. Contacts are made through NCTCOG's 208 comprehensive mailing list and with the assistance of local governments. For maximum effectiveness, NCTCOG's workshops will:

- Be organized or chaired by or with the help of a local government advisory group or a citizen's organization.
- Be scheduled throughout the planning process so citizens will have the opportunity to contribute from the introduction of the program to the recommendation of a management plan.
- Be scheduled at both local and regional levels to allow for greater participation.
- Involve invited representatives of civic organizations, business, local government, agriculture and other affected groups as well as being widely publicized for general public attendance.
- Be designed to stimulate two-way flow of communication between planners and the public.
- Utilize evaluation forms so participants can comment directly to NCTCOG advisory committees and staff.

Public Meetings. Public meetings are more informally structured than public hearings, and therefore, provide a better forum for the public to express its viewpoints. They still demand the establishment of certain criteria:

- They will be held whenever possible in the evening or on weekends.
- They will be conducted at different locations throughout the region, or on an areawide basis.

- Written information designed to clarify and explain the issues will be distributed ahead of time.
- Public notice procedures described earlier in the section on public hearings will be followed. The media will be notified a second time, three to five days prior to the meeting.
- A summary of the meeting will be prepared including issues raised at the meeting as well as the manner with which they are being dealt. Copies of this summary should be available upon request in the same manner as summaries of public hearings discussed earlier.

Where possible and appropriate, public meetings will be held in conjunction with local governments, other public agencies, and with other departments within the NCTCOG structure, such as transportation.

Planning Brochures. Planning brochures are prepared after each workshop or public meeting outlining issues discussed, suggestions and proposed alternatives, and are sent to the 208 mailing list. Space is provided for comments. This serves not only to inform a wider public than that reached through workshops and public meetings, but it also provides an opportunity for public evaluation and feedback.

Regional Citizens. Twenty-one "Regional Citizens" are appointed to serve on NCTCOG's General Assembly. These persons are influential in their communities, interested in local and regional problems, but are not connected with municipal government. They are appointed to a three-year term by people who have had, or presently have a close association with COG, such as mayors, judges and councilmen. Two of the citizen

representatives serve on NCTCOG's Executive Board, but there are no specific responsibilities assigned to the others. They are interested in playing a more active role, and their participation in water quality management planning will be encouraged. NCTCOG's regional citizen representatives will be invited to take part in informal advisory groups and workshops throughout the water quality management process.

Surveys and Questionnaires. Surveys can elicit information about general values, preferences, and behaviors as well as responses to proposed changes in public programs. Provisions have been made under NCTCOG's 208 budget for hiring of consultants for opinion research. Information gathered throughout the planning process will be helpful in determining direction. Later, survey techniques can assist in monitoring the effectiveness of the public participation program. NCTCOG is involved in designing a market research project that would test a designated sample on a regularly scheduled basis on various regional issues. Approximately 2,000 participants from Dallas and Tarrant Counties comprise the sample and will be contacted by telephone one to two times a year. This group might be available for testing on water quality awareness.

Liaisons from Interested Groups. In order to insure that there is an existing channel for communication flow between NCTCOG and its advisory committees, and groups and organizations interested in water quality planning, it is desirable to have liaison people as contacts. Each interested group appoints a person as the official contact with the water quality planning program. It is the responsibility of that person to disseminate NCTCOG

information to his or her group and to relay information and comment back. This assures that interested people are being reached. Occasionally the liaison people may be called together to discuss or comment on particular issues on behalf of the groups they represent.

Informal Contacts. Last, but not least are meetings with governmental representatives and with interested citizens. These informal contacts are most important, because they allow frank discussion without the restraints of formal guidelines. They provide an opportunity to exchange opinions and answer questions which might never be asked in a public meeting. They are essential to introduce the idea of 208 water quality planning and to learn about public awareness and interest. They also provide the opportunity for comment on ways to expand public participation and for enlisting assistance of groups outside NCTCOG. It is important to touch base with such individuals throughout the planning process to verify the adequacy of public information.

NOTIFICATION

NCTCOG must maintain a current list of interested persons and organizations, including any who wish to be added, for the periodic distribution of informational materials. Three lists are identified below, each meeting a different information need.

- NCTCOG newsletter, YOUR REGION IN ACTION - This is the largest list, including persons and organizations interested in water quality management planning, in addition to the general NCTCOG list of approximately 4,500. This group receives CURRENTS, the water resources newsletter, as a quarterly insert in NCTCOG's publication.
- 208 special mailings - This list is comprised of persons and organizations with a specific interest in water quality planning. They receive workshop notices, notices of availability, reports and products, fact sheets and any other material specifically relating to 208 planning.

- Speakers' bureau information - On this list are groups and organizations who might be interested in scheduling a presentation on 208 water quality planning as part of their regular program schedule. It includes civic clubs and organizations which might not be part of the other lists.

NCTCOG will comply with state requirements for notice of public meetings and hearings. This formal notice procedure is supplemented with notices to the news media.

ACCESS TO INFORMATION

NCTCOG is required to provide, either directly or through others, one or more central public collections or depositories of water quality reports and data pertinent to the area.

Information Depositories. Reports, informational materials and public documents related to water quality management planning are available for public inspection at NCTCOG's Regional Information Service Center and can be obtained as discussed earlier in this chapter under Distribution and Review of Planning Products. Similar information is sent to public and university libraries in the region. Notices of availability of reports identify these depositories.

Duplication Facilities. Copying facilities are available for use at a reasonable cost in area libraries as well as the NCTCOG Regional Information Service Center. As noted earlier, single copies of most documents are available at no charge.

Open meetings. In compliance with the Texas Open Meetings Law, all meetings concerning water quality management planning are open to the public.

ENFORCEMENT, LEGAL PROCEEDINGS AND RULE-MAKING

The North Central Texas Council of Governments does not perform enforcement or rule-making functions, and does not engage in legal proceedings against violaters of anti-pollution laws. These functions are the responsibility of the Texas Water Quality Board (TWQB) in the initial two instances, and of the Attorney General of Texas in the latter.

The TWQB maintains procedures for the processing of citizen complaints and/or notification of violation of pollution control laws. This includes investigation by the TWQB field staff, preparation of a full report to the central office in Austin, recommendations regarding disposition, and notification of actions to the person who originally made the complaint. The state also publishes monthly summaries of litigation, and maintains procedures for rule-making.

Further information on the state responsibilities are found in the publication entitled:

> "A Program for Public Participation in Water Pollution Control," approved June 25, 1974 by the Texas Water Quality Board, Austin, Texas (and any subsequent amendments).

Any requests for information may be addressed to:

Emory G. Long
Director, Administrative Operation Division
Texas Water Quality Board
Box 13246
Austin, Texas 78711
Phone (512) 475-3221

V. WHAT IS THE STAFFING AND FUNDING?

This public participation program involves the active participation of all members of the NCTCOG Water Resources staff and has been budgeted a significant portion of the total financial resources being devoted to water quality management planning. There is a Public Information Specialist from the Public Affairs department of NCTCOG working full-time on this public participation program. A major responsibility of the Assistant Director of Water Resources is to assist in the planning and execution of the program. All staff members work directly with the APAC and its subcommittees on a regular basis as well.

To assist the staff, funds have been allocated for consulting firms to provide professional assistance in the public participation program. This assistance is expected to be needed in such areas as producing a slide show, developing questionnaires for surveys of public attitudes, and helping with the annual evaluation of the program. In total, almost $320,000 has been specifically earmarked for staff, consultant, and support efforts in public participatian, about fourteen percent of the total financial resources.

Listed below are the public participation responsibilities of NCTCOG staff members, followed by an itemized initial budget for the program.

PUBLIC INFORMATION SPECIALIST

Responsibilities are as follows:

- to plan, initiate and direct a public participation program, incorporating the elements identified in the previous section, for the duration of the study period;
- to ensure that the program design has the flexibility needed to make it functional during and beyond the projected completion date of the study;

- to direct the participation of other members of the NCTCOG staff supporting the public participation program;
- to identify the need for consultant assistance as it arises;
- to be aware of the work of other water quality management planning agencies in the area of public participation and to keep them informed of NCTCOG's progress;
- to document public participation activities and to prepare program reports on a regular basis;
- to monitor and evaluate program effectiveness - whether it be personally, or with the assistance of a consultant or ombudsperson; and
- to relate NCTCOG's water quality public participation program with other ongoing citizen involvement processes attached to local governments.

ASSISTANT DIRECTOR OF WATER RESOURCES

Responsibilities are as follows:

- to assist in the planning and execution of a public participation program;
- to take an active part in elements of the program involving public contact;
- to assist the Public Information Specialist in translating technical data into laymen's terms for all public information materials; and
- to assist in the evaluation of the effectiveness of the public participation program.

DIRECTOR OF WATER RESOURCES

Responsibilities are as follows:

- to approve and endorse the public participation program;
- to take an active part in elements of the program involving public contact; and
- to serve as official spokesperson for the project when called upon.

DIRECTOR OF PUBLIC AFFAIRS

Responsibilities are as follows:

- to advise the Public Information Specialist on the planning and execution of a public participation program;
- to assist in coordinating and linking the water quality management public participation program with other NCTCOG public affairs activities; and
- to assist in evaluation of the effectiveness of the public participation program.

WATER RESOURCES STAFF MEMBERS

Responsibilities are as follows:

- to take an active part in elements of the program involving public contact; and
- to supply technical information to be used in the public information part of the program.

OTHER NCTCOG STAFF MEMBERS

Responsibilities are as follows:

- when appropriate, to take an active part in elements of the program involving public contact; and
- to supply technical information to be used in the public information part of the program.

INITIAL BUDGET FOR PUBLIC PARTICIPATION PROGRAM FOR GRANT PERIOD

The overall NCTCOG budget for the 1975-78 planning period for water quality management planning is $2,321,000, as provided through a grant from the U.S. Environmental Protection Agency. Of this, approximately $318,900 has been initially identified to support the public participation program described in the preceding pages. As the planning progresses, changes in the budget may be required. An itemized budget for public participation during the grant period follows.

ITEMIZED BUDGET FOR PUBLIC PARTICIPATION PROGRAM*

Activity 110 from the Work Program, NCTCOG staff effort in public participation (10% of total staff effort)	$ 96,250
Activity 105, Staff support to NCTCOG Committees (2% of total staff effort)	19,250
Activity 125, Staff support to plan approval process (3% of total staff effort)	28,900
Printing of brochures, newsletters, etc.	22,500
Multi-media equipment purchase	4,000
Meeting room rental	1,000
Contract I, Public Involvement Techniques	25,000
Portion of Contract Services devoted to public involvement (estimated 10%)	122,000
	$318,900

*Not including overall program management

VI. HOW IS IT DOCUMENTED, EVALUATED, AND CHANGED?

To be effective, the public participation program must maintain a reviewable record of participation acitivities, be periodically evaluated, and be changed and improved through experience. The documentation, evaluation, and changing of the program on at least an annual basis is described below.

DOCUMENTATION

All public participation activities are being continuously documented, either by the Public Information Specialist or the person handling the activity. This documentation includes minutes, summaries and other Type 1 material, and is kept in the vertical files of the Department of Water Resources.

The federal regulations require that a "Summary of Public Participation" be prepared annually as part of the water quality management plan and be submitted to the EPA Regional Administrator. The annual summary must describe measures taken by NCTCOG (and participating local governments) to provide for, encourage, and assist public participation, the public response to such measures, and the disposition of significant points raised.

The Annual Summary of Public Participation by NCTCOG will be part of the annual plan's "Description of the Planning Process." This description will be prepared in draft form summarizing the planning process and participation by all parties prior to submission of the plan to the

APAC for review, and will be revised based on the results of the formal review and approval process for submission to EPA.

EVALUATION

The annual summary of public participation will be helpful in evaluating the effectiveness of the program. In addition, contract funds in the budget are available for the services of an independent consultant to assist in the review of the 1976-77 program and to make recommendations. The APAC and its subcommittees will also be involved in this evaluation.

A report on public participation prepared for the National Commission on Water Quality suggests that evaluation criteria might include seeking answers to the following questions:

- Were the public participation objectives clearly stated and achievable?
- Was program sensitive to unique political and institutional factors in the area?
- Was the agency responsive to the information needs of the public?
- Was the information received from the public responsive to the needs of the decision-makers?
- Did the program decisions demonstrate an understanding of the kinds of issues that arose?
- Was the public participation program executed within the programmed personnel and budget levels?

CHANGES

A public participation program must be flexible enough to adjust to changes in public climate or interest. The preceding pages incorporate the necessary elements of a public participation program, but do not guarantee that all needs are being met. These elements tend to be program

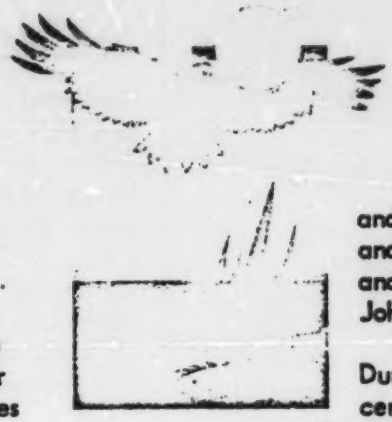
oriented, while most public interest is issue oriented. People don't become interested unless they see an immediate effect on something very close to them. NCTCOG's water quality management planning public participation program calls for action before that point is reached. This program design should be viewed as a starting point. Through experience and evaluation, program improvements will be made as planning progresses. The aim is to adjust to the needs of the public within the planning area as they are expressed.

Based on the findings and recommendations from this evaluation of the 1976-77 public participation program, a draft 1977-78 program will be developed by the NCTCOG staff. This draft will be distributed and reviewed as a Type 2 document as previously described in Chapter IV, and then be implemented during the 1977-78 annual planning cycle. This procedure would then be repeated annually.

CURRENTS

A Quarterly Newsletter About Our Natural Resources

Department of Water Resources, North Central Texas Council of Governments — March, 1976



Water Quality Planning Underway

First steps have been taken in a $2.3 million regional water quality study by the North Central Texas Council of Governments designed to meet tough environmental laws. The laws have significant implications for the Trinity River and other area bodies of water.

Amendments to the Federal Water Pollution Control Act recommend that local water quality standards be raised by 1983 to a level which is safe for recreation and which protects fish and wildlife. The standards are an interim step toward meeting the 1985 goal of total elimination of pollutant discharges into navigable waters.

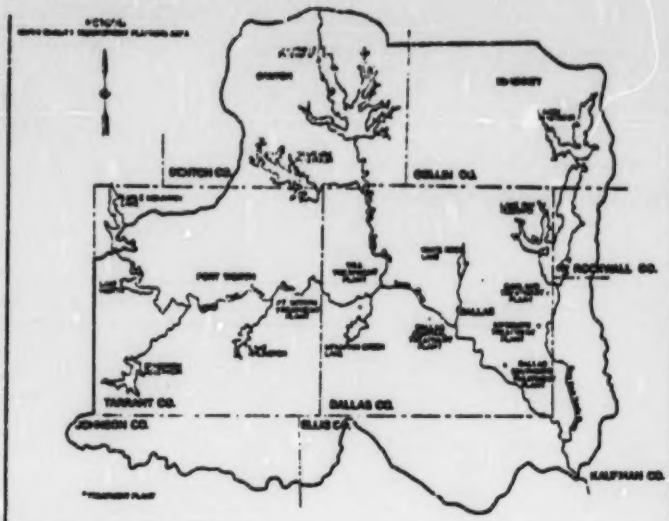
North Central Texas has been identified by the Texas Water Quality Board as having some of the most severe water quality problems in the state. It is for this reason that the U.S. Environmental Protection Agency has awarded the two-year grant to NCTCOG to conduct the study.

Under Section 208 of the law, local planning agencies are charged with the responsibility of identifying regulatory systems which would control water quality. To assist them in determining types of control needed, NCTCOG will study water pollution problems in an eight-county area including Dallas and Tarrant Counties, much of Denton and Collin, western parts of Kaufman and Rockwall, and northern Ellis and Johnson Counties.

During the dry season, nearly 100 per cent of the flow in certain segments of the Trinity River is comprised of discharge from sewage treatment plants. Yet that is only part of the pollution problem.

Easily identifiable "point" sources of pollution, such as treatment plants, already have been measured in NCTCOG's 1970 comprehensive sewerage study, and steps toward better treatment have been taken. But even if area treatment plants could afford to utilize the maximum level of treatment currently achievable, the water in the Trinity River would still not meet the 1983 national goals of swimmable and fishable quality.

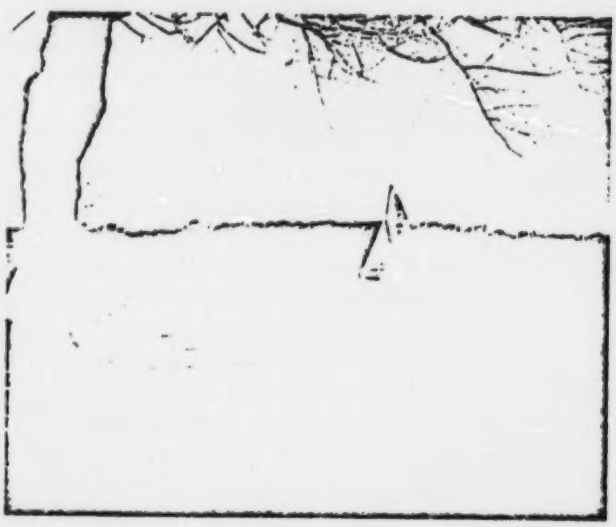
That means a big portion of the study's resources will be used to identify "nonpoint" sources of pollution, such as storm water runoff carrying pollutants from urban areas, agricultural land, construction activity and mining operations, and seepage from septic tanks and sanitary landfills. Studies in other areas have concluded that during certain storm events, the strength of pollutants in



runoff from urban areas was greater than in raw sewage.

NCTCOG's role is to provide technical, economic, and impact data on water quality, achieving alternatives which can be evaluated by the area's policy-makers. A water quality policy will be developed by an advisory council comprised of elected officials, citizens, major water system operators, and representatives of state and federal agencies. The group will be assisted by public opinion sought through workshops and public meetings held throughout the planning process.

Most of the information is being gathered for the study by private consultants as well as existing local, state and federal agencies.



208 Chronology

The following steps led NCTCOG to state and federal designation:

Jan. 23, 1975 NCTCOG Executive Board authorized NCTCOG to pursue designation as the areawide water quality planning agency under Section 208.

Feb., 1975 The following local governments and agencies adopted resolutions declaring their intent to participate in such an areawide planning process: Cities of Arlington, Dallas, Duncanville, Euless, Forest Hill, Fort Worth, Garland, Grapevine, Haltom City, Hurst, Irving, Little Elm, McKinney, Mesquite, Plano, Richardson, and White Settlement; Dallas and Tarrant Counties; the North Texas Municipal Water District; Trinity River Authority of Texas; and Tarrant County Water Control and Improvement District No. 1.

Feb. 21, 1975 Texas Water Quality Board conducted a public hearing in Arlington, Texas to receive testimony concerning designation of the Dallas/Fort Worth area for Section 208 planning and NCTCOG as the planning agency.

March, 1975 Governor Briscoe designated the Dallas/Fort Worth area for Section 208 planning and NCTCOG as the planning agency.

Mar. 20, 1975 NCTCOG submitted a grant application to the U. S. Environmental Protection Agency requesting $2,321,000 to fund 100% of the cost of conducting the areawide planning process and preparing the initial plan.

Apr. 17, 1975 U. S. EPA Administrator Russell Train approved the Governor's designation of the Dallas/Fort Worth planning area and NCTCOG as the planning agency.

June 24, 1975 U. S. EPA and NCTCOG executed a grant agreement for $2,321,000.

Mark Pisano James Agee

EPA Experts to Keynote Meeting

Two nationally-known water quality experts from the U. S. Envrionmental Protection Agency will explain water quality goals at "Let's Talk Clean Water," a NCTCOG-sponsored workshop March 24.

The speakers are Mark Pisano, director of EPA's Water Planning Division, and James Agee, 208 Coordinator for the Western States. This workshop is the first of a series involving local government officials, their staffs and interested citizens in planning for water quality improvement in North Central Texas.

Pisano will explain 208 goals and regulations in a national perspective. Agee will highlight local implications of water quality planning and the role of public involvement in the process. George Putnicki, Deputy Administrator, EPA Region VI, will join them for a question and answer session.

In his current position, Pisano assists the States and regional agencies in establishing water quality standards and in planning local water resources management.

Agee formerly served as EPA's Assistant Administrator for Water and Hazardous Materials. He has a history of water quality-related assignments with both EPA and U. S. Department of Interior, and has received several citations for service in the field.

Workshop Agenda Set

"Let's Talk Clean Water," a workshop on water quality planning, will be held on March 24, 1976, at the Ramada Inn in Arlington. The Inn is located at the intersection of Highway 157 and the Dallas/Fort Worth Turnpike. The workshop has been planned with the assistance of the Institute for Applied Sciences, North Texas State University. There will be no registration fee. For program details, here is the agenda:

8:30	Registration
9:00	Why We're Here Bob Hampton, Mayor of Hurst Chairman, Governor's Areawide Planning Advisory Committee
9:15	What's the Federal Perspective? Mark Pisano, EPA James Agee, EPA George Putnicki, EPA
10:45	Coffee Break
11:00	Where We Are; How We Got Here Herman Veselka, NCTCOG
12:00	Lunch Break
1:00	Where We're Going Jim Parr, NCTCOG John Promise, NCTCOG
2:30	Coffee Break
2:45	What You Think Concurrent Discussion Groups
4:15	Wrap Up - Herman Veselka
4:30	Adjourn

If you are interested in hearing more about regional water quality planning, but haven't registered for the workshop, please contact Sallie Rawlings, Public Affairs Department, (817) 461-3300. Come and get involved!

Stream Model to Predict River Conditions

NCTCOG water quality planners may soon be able to predict conditions in the Trinity River with the help of a computer.

The technique is known as stream modeling. Information on various substances in the water is fed into a mathematical model which simulates actual river conditions. Mathematical models are used by the computer to speed up processing of information.

Projected pollution loads can be used in the model to predict water conditions. That means the model can reflect what levels of pollution the river can accommodate and still meet national water quality goals.

Water samples have been taken along the East, West and Elm Forks of the Trinity under terms of a contract with the Trinity River Authority. The information will be used in a model which will simulate the river at low flow conditions.

The Texas Water Quality Board is responsible under contract for setup and operation of the stream model.

Samples are collected from the Trinity River to measure pollution load.

Governor Appoints Advisory Commmittee

A 39-member committee, appointed in December, 1975, by Governor Dolph Briscoe, is guiding NCTCOG's 208 water quality planning effort. Members come from local government, major water systems, state and federal agencies, and the general public.

Chairman of the Governor's Areawide Planning Advisory Committee is Bob Hampton, mayor of Hurst. He is a former president of NCTCOG's Executive Board and has long been active in regional water quality efforts.

The committee acts as a forum for the range of public and private interest groups affected by the 208 planning and management process. It identifies major problem areas and management alternatives. The committee also reviews and comments on various products of the planning process, and recommends policies to the Executive Board.

Editor's Note

This is the first edition of CURRENTS, a quarterly newsletter which will be published during the two-year water quality planning process. This issue is devoted to background information on 208 planning. In future issues, we will be highlighting specific parts of the process and trying to keep you aware of progress and of opportunities to participate. Since we publish under the broad heading of "natural resources," we also want to keep you up to date on planning in the areas of air quality, solid waste and water supply. We invite your comments and suggestions. If you are interested in receiving additional water quality information, please let us know. We look forward to your support.

This newsletter is published quarterly by North Central Texas Council of Governments P. O. Drawer COG Arlington, Texas 76011

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Ron Hudson Illustration and Design
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NCTCOG is a voluntary association of local governments established January 20, 1966, to reinforce and strengthen local governments in North Central Texas and to help them provide more effective, efficient, and economical governmental services through intergovernmental cooperation and coordination.

Inquiries and suggestions should be addressed to the Editor, Sallie Rawlings, in care of the Council of Governments' office, or you may phone (817) 461-3300.

The publication of this newsletter was financed through a planning grant from the U. S. Environmental Protection Agency under provisions of Section 208 of the Federal Water Pollution Control Act Amendments of 1972.

REFERENCE DOCUMENTS OF INTEREST

The following documents were used in the preparation of this public participation program, and can be obtained as indicated. They are also available for inspection in the NCTCOG Department of Water Resources.

North Central Texas Council of Governments. Department of Water Resources. What Is Our Water Worth? 1975-78 Water Quality Management Planning Program. Latest edition available from NCTCOG Regional Information Service Center.

Texas Water Quality Board. A Program for Public Participation in Water Pollution Control. Approved June 25, 1975. Available as indicated in Chapter IV, Section G.

Ragan, James F., et al. Assessment of Public Participation in the Implementation of the Federal Water Pollution Control Act Amendments of 1972. Final report to the National Commission on Water Quality (Contract N. WQ5AC045). Pacific Palisades, California. September, 1975. Available from the NCWQ in Washington, D.C.

Warner, Katherine P. Public Participation in the Water Resources Planning Process. University of Michigan. Ann Arbor, Michigan. July, 1971. Available through NTIS (National Technical Information Service), U.S. Department of Commerce. Number PB-204 245.

"Public Participation in Water Pollution Control - Minimum Guidelines". Final regulations by EPA. 40 CFR 104. Federal Register, August 23, 1973. Copies available from NCTCOG Department of Public Affairs.